

Message Text

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AF:TWSEELYE, ACTING

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IO/UNP:CCUTTER

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TO USDEL SECRETARY IMMEDIATE

C O N F I D E N T I A L STATE 231671 TOSEC 270360

E.O. 11652: GDS

TAGS: ETRD, EAGR, AO

SUBJECT: ANGOLAN PARTICIPATION IN THE INTERNATIONAL
COFFEE ORGANIZATION (S/S NO.7619683)

FOR THE SECRETARY FROM KATZ, DESIGNATE, SEELYE, ACTING
AND LEWIS

1. THE PROBLEM

ANGOLAN MEMBERSHIP IN THE INTERNATIONAL COFFEE AGREEMENT
(ICA) WILL BE CONSIDERED AT THE SEPTEMBER 27-OCTOBER 2
SESSION OF THE COFFEE COUNCIL.

2. BACKGROUND/ANALYSIS

THE QUESTION OF ANGOLAN ACCESSION TO THE ICA WAS FIRST
CONSIDERED ON JUNE 16 BY THE EXECUTIVE BOARD. IN
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ACCORDANCE WITH YOUR DECISION, OUR REPRESENTATIVE AB-

STAINED ON THE SUBSTANTIVE QUESTION OF ANGOLAN ACCESSION AND EXPLAINED THAT THIS VOTE DID NOT ALTER THE U. S. ATTITUDE TOWARD THE AUTHORITIES IN LUANDA. THE EXECUTIVE BOARD DECIDED TO CONDUCT A MAIL BALLOT ON THE QUESTION OF ANGOLAN PARTICIPATION.

ANGOLAN ACCESSION REQUIRES ONLY A MAJORITY OF PRODUCER AND CONSUMER MEMBERS VOTING SEPARATELY AND IS NOT SUBJECT TO A U.S. VETO. THE U.S. HAS 40 PERCENT OF CONSUMER VOTES. HOWEVER, TWO-THIRDS OF BOTH PRODUCERS AND CONSUMERS HAD TO APPROVE THE USE OF A MAIL BALLOT. THE U.S. ABSTENTION RESULTED IN THE ABSENCE OF A QUORUM FOR THE MAIL BALLOT AND THE ANGOLA VOTE WAS POSTPONED UNTIL THE REGULAR COUNCIL SESSION IN SEPTEMBER.

AT THE SEPTEMBER 27 MEETING, OTHER CONSUMING MEMBERS (INCLUDING MOST EUROPEAN COUNTRIES) ARE UNLIKELY TO OPPOSE ANGOLAN PARTICIPATION IN A TECHNICAL FORUM. THE INTER-AFRICAN COFFEE ORGANIZATION HAS INFORMALLY EXPRESSED THE HOPE THAT THE U.S. WILL NOT ATTEMPT TO BLOCK ANGOLAN MEMBERSHIP IN THE AGREEMENT.

3. THE OPTIONS

1. VOTE NO ON ANGOLAN MEMBERSHIP IN THE ICA.

PRO.

-- SUCH AN ACTION WOULD SHARPLY EMPHASIZE OUR OPPOSITION TO THE CONTINUING PRESENCE OF CUBAN TROOPS IN ANGOLA.

CON.

-- IT WOULD REPRESENT A SHIFT FROM OUR ABSTENTION ON THE QUESTION OF ANGOLA'S MEMBERSHIP IN THE WORLD HEALTH ORGANIZATION AND PREVIOUS VOTES IN THE COFFEE ORGANIZATION.

-- WE WILL NOT HAVE THE SUPPORT TO BLOCK ANGOLA'S ACCESSION AND WE WILL ISOLATE OURSELVES WITHOUT ACHIEVING

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ANY POSITIVE RESULT.

2. VOTE YES ON ANGOLAN MEMBERSHIP IN THE ICA.

PRO.

-- SUCH AN ACTION WOULD ASSIST EFFECTIVE IMPLEMENTATION OF THE COFFEE AGREEMENT.

-- SUPPORT FOR ANGOLAN ACCESSION WOULD BE A POSITIVE RESPONSE TO RECENT INDICATIONS THAT ANGOLA WISHES TO IMPROVE BILATERAL RELATIONS WITH THE U.S.

CON.

-- THIS MOVE WOULD REPRESENT A SHIFT IN THE PREVIOUS U.S. ATTITUDE TOWARD ANGOLA IN THE COFFEE AGREEMENT AND COULD BE INTERPRETED AS A PITCH FOR CLOSER RELATIONS WITH THE AUTHORITIES IN LUANDA REGARDLESS OF THE CUBAN PRESENCE.

3. ABSTAIN ON ANGOLAN MEMBERSHIP IN THE ICA.

PRO.

-- THIS WOULD BE CONSISTENT WITH OUR PREVIOUS POSITION ON ANGOLAN MEMBERSHIP IN TECHNICAL ORGANIZATIONS WHEN WE ARE UNABLE TO BLOCK THEIR MEMBERSHIP.

-- A DECISION NOT TO OPPOSE ANGOLA'S PARTICIPATION WOULD AVOID A DIVISIVE DEBATE AND A LIKELY EMBARRASSING DEFEAT IN THE ICO.

-- IT WOULD ALSO PROVIDE AN INDICATION TO THE MPLA OF OUR DESIRE EVENTUALLY TO FORGE CLOSER RELATIONS.

CON.

-- THIS ACTION WOULD FOREGO AN OPPORTUNITY TO RESPOND POSITIVELY TO RECENT APPROACHES BY THE MPLA INDICATING THEY ARE INTERESTED IN IMPROVING BILATERAL RELATIONS.
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4. RECOMMENDATION

EB, AF, AND IO RECOMMEND THAT YOU INSTRUCT OUR REPRESENTATIVE AT THE ICA TO ABSTAIN ON THE QUESTION OF ANGOLAN MEMBERSHIP.

APPROVE DISAPPROVE

ALTERNATIVELY, INSTRUCT OUR REPRESENTATIVE TO VOTE IN FAVOR OF ANGOLAN MEMBERSHIP

INSTRUCT OUR REPRESENTATIVE TO VOTE AGAINST ANGOLAN MEMBERSHIP

5. DRAFTED: EB/ICD/TRP; PARKER CLEARANCE:S:R. AHERNE

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